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ABSTRACT

To acquaint project administrators at the local level with potential funding sources available to them, this booklet examines how funds were obtained to support a number of work and service educational projects currently in operation and funded from multiple sources. The material is organized into three parts. Part 1 is an overview of the projects summarized in part 2. Focus is on the characteristics of sponsors who are successful in obtaining funds from multiple sources, how problems are met and overcome, the range of funding sources used including the most common and others infrequently used, and ranges of uses to which funds are put (e.g., counseling, child care, stipends, wages, job development, supportive services, classroom training). Part 2 contains summaries of twenty-four multi-funded service and work-education projects, including the steps leading to multiple funding, problems faced and overcome, and program results. Part 3 is a bibliography of publications (produced by federal agencies and private, non-profit organizations) which may be of use to local sponsors in identifying potential funding sources. Names of members of the Federal Interagency Committee on Education and names and addresses of members of the Subcommittee on Education and Work are appended. (TA)

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# EDUCATION SERVICE AND WORK

## THE MULTI-FUNDED APPROACH

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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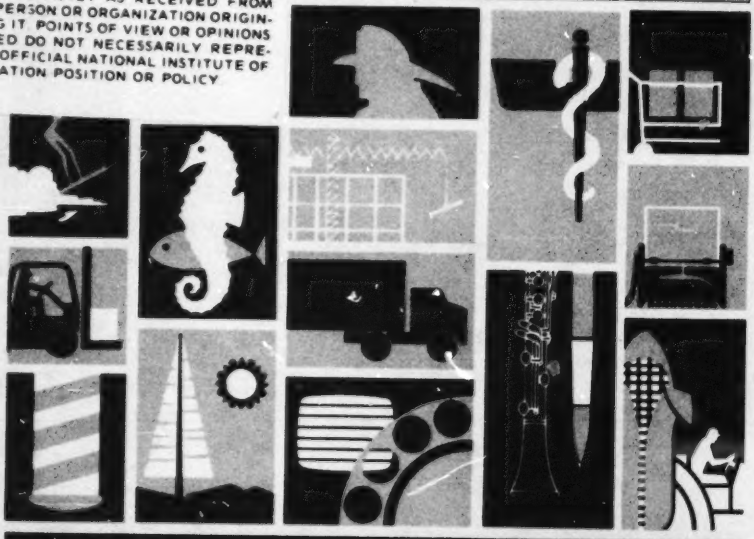

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# Contents


Foreword ..... 5

Acknowledgements ..... 7

Introduction ..... 9

Part I: Overview of Twenty-two Multi-funded Work and Service Education Projects 17

Part II: Project Summaries ..... 33

Center for Public Affairs Service Learning ..... 33
Executive High School Internships ..... 36
Environmental Intern Program ..... 40
Tucson Skills Center ..... 42
Work Experience for Juvenile Offenders ..... 44
Genesco Migrant Center ..... 47
Yakima Valley Opportunities Industrial Council ..... 51
Work Education for the Handicapped ..... 54

Oklahoma Skills Center ..... 57
Adult Migrant Job Training Program ..... 59
Offender Aid and Restoration Program ..... 61
Newark Manpower Training Skill Center ..... 63
Georgia Governor's Intern Program ..... 66
Co-op Work Experience ..... 69
Project 70,001 ..... 71
The Institute for Public Affairs ..... 74
Detroit Urban Corps ..... 76
Training for the Blind ..... 78
Internships for Congressional Fellows in Technology ..... 80
Maryville Area Vocational Tech School ..... 83
Central City Community College Adult Center ..... 85
Tenderloin Center for Children in Crisis ..... 87

Part III: Bibliography ..... 91

Appendix ..... 95

# Foreword

In January 1975, a Subcommittee on Education and Work of the Federal Interagency Committee on Education (FICE) was established. One of the charges to the Subcommittee was to recommend ways of improving work and service experience for students. Recognizing that many work and service education projects need funding from federal, state and local sources, and that project administrators at the local level are often unacquainted with the potential funding sources available to them, the Subcommittee invited proposals from private firms to design a study which would result in a publication to meet this need. Olympus Research Corporation (ORC) was awarded the contract resulting in this pamphlet. The pamphlet emphasizes how funds were obtained to support a number of work and service educational projects presently in operation and funded from multiple sources.

Funding for the project was provided by FICE and the following member agencies of the Subcommittee on Education and Work: the National Institute of Education, the U.S. Office of Education, the Office of Human Development, ACTION, the U.S. Department of Labor, and the Veterans Administration. It would be accurate to say, therefore, that

this pamphlet which is concerned with multi-funded work and service education projects was, itself, funded from multiple sources. Agency members of FICE and its Subcommittee on Education and Work are listed in the appendix.

I sincerely hope that the information contained in this pamphlet will be helpful to those who have ideas and initiative and need some help in finding sources of support.

Mary F. Berry
*Assistant Secretary for Education*

# Acknowledgments

This pamphlet was prepared by Olympus Research Corporation (ORC) pursuant to Contract No. 300-76-0537 from the Office of Education, U.S. Department of Health, Education and Welfare. The purpose of this pamphlet is to provide the practitioner with some creative yet often overlooked ideas on where to find and how to sustain funding from more than one source.

ORC would like to express its appreciation to Bernard Michael, Executive Director of the Federal Interagency Committee on Education, William C. Young of the Office of Education, Donald J. Eberly of ACTION, Corinne Rieder, Lois Ellen Datta and Nevzer Stacey of the National Institute of Education, Evelyn Ganzglass of the U.S. Department of Labor, and Dawson R. Warren of the Veterans Administration—all of whom provided valuable advice and technical assistance in the preparation of the pamphlet. Special thanks is due to Project Officer, Bill Oliveri of the FICE staff, for his assistance in not only providing us with a constant flow of relevant material, but also with continuous encouragement and support.

Finally, we would like to express our appreciation to the

administrators of the projects described in this pamphlet for their cooperation in providing us with information about their programs. With a sincere desire to communicate both benefits derived from multi-funded projects and the problems involved in obtaining and sustaining funds from multiple sources, they provided that element of which they had least—their time—in order to make this publication possible.

The opinions expressed in this pamphlet are those of the contractor. They do not necessarily reflect the position or policy of the Interagency Committee on Education or of the Assistant Secretary for Education.

# Introduction

*Why Multi-Funded Programs?*

*It Happened in San Francisco*

The Traveler's Aid Society of San Francisco deals constantly with the neglected, abused, and sometimes abandoned children of transients who arrive in the city's Tenderloin District destitute and beseiged with personal problems, not the least of which include alcohol and drug addiction, sickness, and marital and family difficulties. Sometimes the more sensational cases make headlines in the daily newspapers:

*Brother and Sister, Nine and Six, Left Alone in Tenderloin Hotel for Week*

*Children Abandoned in Bus Terminal*

*Boy, Six, Found Beaten in Eddy Street Flat*

Stories such as these cause readers to frown, shake their heads, and perhaps experience a feeling of impotent fury before they turn the pages of their newspapers and become

engrossed in less disturbing stories. But to Traveler's Aid personnel who work the city's Tenderloin District, such stories are illustrative of a problem—albeit, merely the tip of an iceberg—that will not disappear with the turn of a page. It is a problem, shocking and in some ways terrifying, which faces them daily. It is, in fact, *their* problem, primarily because no other agency has responsibility for transients; nor are they covered by any of the city's social welfare programs.

The agency, therefore, set out to design a program which would "reach out," not only to the children of families who were experiencing personal crises of one kind or another, but to their parents as well. However, it was found that the program that eventually came off the drawing board required far more resources than were available to Traveler's Aid.

At this point, agency personnel could have given up, shaken their heads and, like the readers of newspapers, given in to feelings of helplessness.

But they did *not*.

Instead, they sought funds from other sources—and this meant hard and frustrating work. Potential funding sources had to be identified, proposals had to be written, and once funds were received systems had to be developed for satisfying the fiscal and reporting requirements of funding agencies.

Despite early discouragement, Traveler's Aid persisted, and what eventually emerged was the *Tenderloin Center for Children in Crisis*, funded out of a combination of United Way, local foundation, and federal funds. The Center, which now has cooperative agreements with a host of city and community agencies and organizations, provides child care and learning services for transients and residents of the Tenderloin, counseling for both children and their parents, referrals, advocacy, and staff training. During 1976, the Center served 368 children from 248 troubled families.

### *It Happened in Poplar Bluffs*

The administrators of the Poplar Bluffs (Missouri) Youth Center for Juvenile Offenders believed strongly that work experience in a small community like Poplar Bluffs, where

employers are more apt than in large communities to provide individualized attention (and concern) to program clients, would be an invaluable component of the institution's overall rehabilitation effort. Therefore, Center staff polled local employers and found that many were not only receptive but enthusiastic about the idea of providing work stations for Center inmates.

However, there was a problem: Most of the employers were small, would have to create positions for their inmate-workers, and could not afford to pay the full cost of the enrollee wages.

The Center immediately engaged in a search for supplementary funds and was eventually successful in obtaining a grant under the Elementary and Secondary Education Act to pay 60 cents an hour of the enrollee wages; employers would contribute an additional 40 cents an hour. In 1976, the Center applied for and received a CETA grant to pay the portion of the enrollee wages previously paid by employers, thus making possible an expansion of the program.

During 1976, some 90 juvenile offenders (average age, 15 years) participated in a program that would not have been possible if the Center had *not* sought funds from outside sources.

*Why multi-funded projects?*

*Because needed services to communities and to individuals can be provided through the process of multiple-funding that otherwise would be impossible.*

The "surrender points" of the two programs described above occurred when the Poplar Bluffs Center discovered that local employers could not afford to pay enrollee wages, and when Traveler's Aid found that it could not finance a comprehensive program for the children of transients out of its available resources. When these points were reached, agency personnel could have "given up," but if they had, two extremely valuable programs never would have emerged.

Yet, despite more than a decade of federal efforts to promote the multiple-funding of service and work-education

programs at the local level, the practice has not become widespread. Why? Primarily because most local sponsors are unacquainted with the vast range of federal, state, and local funding sources potentially available to them, are inexperienced in the art of "grantsmanship," and are wary of the work that would be entailed in accounting for funds received from more than one agency.

The purpose of this pamphlet is to help overcome these problems by:

- Providing descriptions of multi-funded work and service projects that are presently in operation, including the steps leading to multiple funding, problems faced and overcome, and program results
- Providing an overview of the projects described in order to pinpoint the characteristics of local sponsors who are successful in obtaining funds from multiple sources, and the most common technique used in overcoming problems
- Providing a bibliography of publications, produced by federal agencies and private, non-profit organizations, which may be of use to local sponsors in *identifying* potential funding sources

It is hoped that if a pamphlet of this type receives wide circulation, it could lead to a more creative use of federal funds and the provision of additional needed services both to communities and individuals.

### *The Programs*

The programs summarized in Part II represent a wide variety of funding combinations, and their target populations range from Ph.D. candidates with technological backgrounds to handicapped and disadvantaged high school dropouts. The uses to which funds are put include counseling, occupational education, stipends, child care, other supportive services, intern positions, ethnic heritage studies, and a host of other services. The problems faced by program administrators are typical of those faced by most administrators of multi-funded

projects, as are the techniques they apply to solve problems.

The programs are sponsored by high schools, community colleges, four-year colleges and universities, state and local governments, and non-profit organizations. At least one program from each federal region is included, and the projects range from comprehensive programs involving many federal and non-federal funding sources to relatively small projects which draw resources from only two or three agencies or organizations.

The projects were selected from among more than 300 multiple-funded programs identified by means of the following:

- A review of raw data on vocational education projects throughout the country which were assembled in connection with previous research studies
- Interviews with federal, state and local officials who were likely to have knowledge of multi-funded projects
- Requests for program nominations from key state and local officials
- Requests for program nominations from non-governmental, non-profit organizations which are active in the fields of service and education
- Review of literature pertaining to service, educational, and employment development programs

Two criteria were used in selecting the projects:

- They had to be work or service projects which receive funding from at least one federal source
- They had to receive funds from other sources which are available to the general public (state or local agencies, business or industry, labor, foundations, or other federal sources)

A careful review of the projects summarized reveals that the vast majority of the program administrators do *not* believe that the problems encountered in obtaining funds from more than one source are insurmountable, or even serious; in fact,

most of the administrators interviewed were so accustomed to obtaining funds from more than one source that they were hard put to identify "problems." They seemed to be saying: "Is there any other way?"

The fact is, however, that the programs summarized in Part II reveal that the sponsors of multi-funded projects exhibit imagination, creativity, and a willingness to work just a little bit harder than the typical sponsor.

Yet the results seem to be worth the extra effort.

### *Organization*

The material is organized into three parts:

- Part I: An overview of the projects summarized in the pamphlet, including the following:
  - The characteristics of sponsors who are successful in obtaining funds from multiple sources
  - How problems are met and overcome
  - The range of funding sources used, including the most common, and others infrequently used
  - Ranges of uses to which funds are put (counseling, child care, stipends, wages, job development, supportive services, classroom training, etc.)
- Part II: Summaries of 24 multi-funded service and work-education projects
- Part III: Bibliography relating to federal funding sources
- Appendix

It should be emphasized that although a section on "Project Outcomes" is included in each of the summaries, the major intent was to identify projects which were creatively and successfully funded from more than one source; the success or failure of projects was not under investigation.

Nevertheless, the "Project Outcomes" sections provide some substantial evidence of the benefits to communities and individuals that can be obtained by means of the multi-funded approach.

# Part I

# Overview of Twenty-Two Multi-Funded Work and Service Education Projects

*Characteristics of Project Administrators*

The administrators of the Genesco Migrant Center (described on page 47) set out to provide comprehensive services for migratory farm workers and their families. Before seeking any funds whatsoever, they first *designed the program*—identifying and specifying the types of services that were most needed by migrants and their families. They then performed the following:

- Combed through the federal register and other publications to identify potential funding sources for *each component* of the planned program
- Queried federal and state administrators, both orally and in writing, regarding the availability of funds
- Prepared proposals, specifying the services to be rendered and relating services to line item budgets
- Revised proposals as necessary, and requested debriefings from agencies which turned down their proposals
- Established an accounting system, through the State

University of New York, to meet funding agency accounting and reporting requirements

A good deal of work?
Yes, But it paid off.

The Center was successful in obtaining funds from *five* federal and *four* state agencies and, most important, initiating the most comprehensive program for migratory farm workers and their families existing in the nation—a program which contains the following components:

- Migrant Child Development Center
- Children's Demonstration School
- Tutorial and Weekend Program
- In-camp Learning Program
- Migrant Aide Training Program (Work Study)
- Migrant Heritage Studies Program
- Vocational Education Program

It is important to realize that this program, designed to meet the needs of one of the nation's most disadvantaged groups of workers, could *not* have been funded from one source. It follows, therefore, that without the imagination, creativity and plain hard work of the program's architects and administrators, the program would not exist. How many more such programs could be funded throughout the nation? It is known that the Genesco program has spurred similar programs along the eastern seaboard, but counterparts in other sections of the country where migrants harvest the crops are still non-existent.

The Opportunity Industrialization Centers (OIC) program was launched by The Reverend Leon Sullivan in Philadelphia before the passage of the Economic Opportunity Act of 1964 and before the establishment of Manpower Development and Training Act (MDTA) Skills Centers. Yet, in many areas of the country, OIC found itself in competition with Community Action Agencies, local school systems, and other established agencies in the bidding for federal dollars.

It would be an understatement to say that jealousy and, at times, outright hostility existed between the more established agencies and so called "outside interlopers" such as OIC. However, although the OIC program was similar to some of the newly created federal programs, its self-help philosophy and its ability to attract the participation of employers and labor unions made it unique.

OIC administrators, *without downgrading other similar programs, stressed its own strong points*, and by so doing gradually gained the acceptance and respect of the very agencies which once looked at it askance. Today, OICs, which provide comprehensive employment development services to the disadvantaged, receive funding from a variety of sources and still are more successful than most other agencies in gaining the cooperation of industry and labor (see page 48).

What are the characteristics of project administrators who are successful in obtaining funds from multiple sources?

- They know the needs of their clients and the types of required services which cannot be purchased with funds from their prime funding sources.
- They have knowledge of other funding sources (or they *seek* such knowledge) which could be tapped, all things being equal, for help in serving their clients.
- They understand prohibitions against the co-mingling of funds, and are able to apply techniques, both program and accounting, which make it possible to avoid the co-mingling trap.
- They are able to satisfy the sometimes divergent reporting requirements of the agencies involved.
- They understand interagency hostility and jealousy, and are able to operate in such an atmosphere without causing additional friction.
- They are aggressive in searching out potential funding sources, including those in the private sector (especially employers, employer organizations and foundations) as well as governmental agencies at the federal, state, and local levels.

The subject is *grantsmanship*, or the ability to recognize problems, design programs, identify and query potential funding sources, prepare proposals, anticipate potential conflicts with other agencies, and satisfy funding agency accounting and reporting requirements. "Grantsmanship" is often used in a pejorative sense; that is, as a superficial quality useful in coaxing funds out of "angels." But grantsmanship is actually a form of *planning*. It is the ability, not only to conceive a program, but to communicate the need for the program and its components to those who have the resources to transform an *idea* into a *reality*.

These characteristics are by no means "in-born"; they must be learned. In the section that follows, the major problems faced by administrators of multi-funded projects, and the solutions they apply, are summarized. The hope is that this summary will be useful to local practitioners in learning the rudiments of grantsmanship.

### *Problems and Solutions*

One of the most surprising and encouraging findings resulting from interviews with the administrators of programs summarized in Part II is that the vast majority of respondents could not identify any *serious* or insurmountable problems in obtaining funds from more than one source. It would appear that the "grantsmanship bugaboo" is greatly exaggerated. There were problems, however, that respondents described as "irritants," or which consumed a good deal of administrative time. These were of four types, each of which will be discussed separately in this section: (1) Identification of potential funding sources; (2) proposal writing; (3) record keeping; and (4) reporting requirements.

#### *Identification of Potential Funding Sources*

To sponsors who design programs first and then seek funds to support the programs, the identification of funding sources is a time-consuming task. It includes not only reviewing government and other publications, but also making inquiries to agencies. Even after programs get off the

ground, sponsors must continue to look for additional funding, both to reduce program vulnerability and to expand enrollment.

*Funding Sources*

Among the sources mentioned by respondents for identifying potential funding sources are the following:

- The Federal Register
- Publications and newsletters issued by federal and state agencies, and other organizations (e.g., the American Association of Community and Junior Colleges, the National Association of Secondary School Principals, National Center Public Service Internship Programs, among many others)
- Literature regarding the purposes and types of grants made by private foundations and philanthropic organizations
- Direct inquiries to state and federal agencies

One of the most useful activities that local practitioners could perform (but few have done) would be to create a library of publications, laws, and other material which identify the specific services and programs for which funds are available at the federal, state and local levels. The bibliography contained in Part III should be of help in identifying federal material; the identification of state and local materials would be up to local practitioners themselves. *Local* foundations, as opposed to such national foundations as Ford and Rockefeller, are excellent sources of local funds. For example, one of the major funders of the Tenderloin Center for Children in Crisis is the San Francisco Foundation, a local foundation which specializes in funding programs for children. Seven other programs summarized in Part II receive part of their funding from local foundations.

Nor should the search necessarily be limited to obtaining actual money from agencies and organizations. For example, it may be possible to obtain ACTION volunteers to perform

certain services without funds being exchanged between ACTION and the local sponsors. Several of the programs summarized in Part II have been successful in obtaining personnel, equipment, and supplies from local employers and labor unions. The San Diego Central City Adult Center, for example, was able to initiate a training program for female cable splicers by obtaining a curriculum, training, equipment, and an instructor from the local telephone company.

*The Initial Inquiry*

Let us say that the sponsor of a work education program believed that the program could be expanded considerably if child care services were available for the unemployed mothers of small children. The sponsor conducted a search for agencies which either fund or might conceivably fund child care services, and four potential sources were identified. The next step would be to make inquiries of the four potential funding agencies.

Project administrators maintain that the "initial inquiry" is second in importance only to the proposal itself in catching the interest of potential funding agencies. The inquiries must be short and concise, yet state the problem and intended solution in as clear a manner as possible—in other words, a "mini-proposal." Generally speaking, in two or three pages, the initial inquiry should include the following:

- A description of the sponsor's overall program
- Documentation of the need for the child care component (the number of potential enrollees who cannot participate because of the lack of child care)
- The intended solution (or the type of child care services to be provided)
- Some indication of the cost

Before submitting the initial inquiry, most sponsors do some detective work to identify the appropriate officials to whom inquiries should be addressed. This initial step, which sometimes includes telephone contact with agency personnel,


22

can cut down considerably the amount of time it takes to receive responses to inquiries.

*Summary*

To summarize, the identification of potential funding sources generally includes the following:

- Review of federal publications, newsletters and other materials
- Subscription to pertinent periodicals, newsletters, etc.
- Identification of state and local agencies which fund various programs
- Identification of foundations (both local and national), employers, and labor unions which could either contribute funds or in-kind services to on-going programs
- In lieu of funds, the identification of agencies or organizations, such as ACTION, which could provide personnel for the provision of needed services
- The drafting of initial inquiries to appropriate officials of potential funding agencies

When favorable responses are received from initial inquiries, the real work begins, that is, the drafting of proposals.

*Proposal Writing*

Perhaps the most onerous and time consuming of all tasks associated with obtaining funds from multiple sources is proposal writing. The whole process of grantsmanship ultimately is centered in "the proposal," and the greater number of funding sources, the more proposals there are to be written. Proposal writing involves planning, budgeting, staffing, specification of services to be provided, methods of providing services, financial accounting, tracking of enrollees, and evaluation methodology. Furthermore, few proposals are

accepted without revisions or amendments. All of this requires time—administrative time—and one of the major reasons cited by project administrators for *not* seeking funds from additional sources is the lack of staff time for, and expertise in, proposal writing.

However, it is the general consensus of administrators who are successful in obtaining funds from a wide variety of sources that if programs are *well thought out in advance*, proposal writing is *not* an insurmountable problem. Funding agencies are interested in the following:

- Documentation of the need for the proposed program, including hard statistical data on the problems addressed
- The specific services, on a component-by-component basis, to be provided by the program
- The staff needed to provide services
- A line-item budget which ties in expenditures with services and specifies the administrative costs of programs
- Methods to be used by the sponsor in satisfying agency fiscal and program reporting requirements
- Methods to be used by the sponsor in evaluating programs

The proposal is actually a "plan of service," and as such, it is an activity that must be performed by all sponsors, whether proposals are required or not. Nevertheless, proposal writing takes not only time, but also an ability to communicate or to present sponsor plans of service in a clear, logical, and concise manner. For this reason, one of the qualifications of project administrators should be expertise in analytical writing. A review of the programs summarized in Part II reveals that virtually all administrators spend part of their time in preparing proposals, and that some devote full time to this effort.

*One extremely important point*: When proposals are unsuccessful, the most enterprising sponsors attempt to determine

*why* they were unsuccessful. This means requesting a debriefing from the funding agency. *All contractors who submit proposals to federal agencies are entitled to agency debriefings if their proposals are unsuccessful.* Such debriefings should be sought so that mistakes made in the past will not be repeated in the future.

*Record Keeping*

Two types of records must be kept: (1) financial and (2) program. Financial records pertain to the accounting of funds received and expended; and program records pertain to the services rendered (by program component), the results of services rendered, and the tracking and follow-up of enrollees.

The problem that arises is that each funding agency often imposes different record-keeping requirements on sponsors. As one sponsor said, "even the line items on budgets differ from agency to agency." Sponsors, therefore, must design record keeping procedures that will not only satisfy each of their funding agencies, but also meet their own requirements for program administration and control.

However, this problem appears to be more formidable than it actually is. Once initial record-keeping systems are established, the problem disappears, and most sponsors have little difficulty in satisfying agency record-keeping requirements. It is of least concern to large institutions, such as universities, colleges and non-profit organizations, whose computerized auditing departments generally handle and account for all funds received by the institutions. It is of more concern to small sponsors, whose auditing facilities are less sophisticated or, perhaps, non-existent.

Tips for such sponsors are as follows:

- Design a record-keeping system, both financial and program, which provides the kinds of information needed by program administrators to maintain control over the program.
- Review the system established to determine whether

the requirements of all funding agencies can be met, and make whatever adjustments may be necessary.

- Hire an accountant on a full-time basis, or if this is not feasible, hire an accountant to establish the system and train program personnel in how to use and maintain it.
- Maintain separate bank accounts for each funding agency.

The Center for Public Affairs Service Learning, a college intern program sponsored by the University of Indiana, solved the record-keeping problem by designing the program so that the Center itself neither receives nor handles funds from any source. The Center develops learning slots for qualified students, identifies *existing* programs which fund work and/or service education programs, and brings together the "host" agencies with the "funding" agencies. Agreements are entered into between the host agencies (or those which supply the "learning positions") and the funding agencies. The Center recruits and refers students to fill the positions. Program administrative costs are handled by the University's regular accounting department. The Center, therefore, is relieved of all fiscal accounting requirements. However, it does prepare reports on the status of interns enrolled in the program, or "program reports."

*Reporting Requirements*

Just as funding agencies usually require separate record-keeping procedures, so they also require separate financial and program reports. However, if an efficient record-keeping system is established, the reporting problem is minimized. Reports are based primarily on data which, in turn, are generated by means of record keeping (or storing of information). If the data are available, reports can be written. However, report writing takes time, and this must be considered in preparing administrative budgets. Most sponsors try to make one report suffice for all funding agencies. Such reports include:

- An overview of the entire program
- Component-by-component reports (which can be submitted separately to each funding agency)
- An overall financial report
- Component-by-component financial reports (which can be submitted separately to each funding agency)

The preparation of one, overall report not only cuts down the time required for preparing reports, but provides both program and funding agency personnel with an overview of the entire program, and as such, is a valuable evaluative device.

### *Scope of Part II Projects*

Although the programs summarized in Part II do not by any means exhaust all possible federal-non-federal funding combinations, they do represent a relatively wide variety of multi-funded service and work-education projects. The range of funding sources and the uses to which funds are put are discussed below.

#### *Range of Funding Sources*

Part II programs receive funding from 25 different federal funding sources. The most often mentioned were CETA (12 times), Vocational Education Act (9 times), Work Incentive Program (WIN, 5 times), Elementary and Secondary Education Work Act and Vocational Rehabilitation (4 times). Although "lists" usually make uninteresting reading, a list of sources used to help fund the projects described in Part II should be of some interest to practitioners in the field, if for no other reason than it could be a source of ideas. Other than the funding sources mentioned above, the following were mentioned by project administrators:

- ACTION
- Civil Service Commission
  Intergovernmental Personnel Act (IPA)


27

- Commerce
  Coastal Plains Regional Commission (Economic Development Administration)
- Environmental Protection Agency
- Health, Education and Welfare

  The following legislation:
  Elementary Secondary Education Act (ESEA)
  Higher Education Act (HEA)
  Vocational Education Act (P.L. 90-576)
  Education of Handicapped Act (EHA, P.L. 94-142)
  Amended in the Education Amendments of 1974 (P.L. 93-380) or Education Amendments of 1976 (P.L. 94-482)
  Programs/Offices
  Adult Basic Education
  Bicentennial Grants
  Career Education
  College Work-Study Program
  Ethnic Heritage (P.L. 93-380)
  National Institute of Education
  Special Education (Voc. Ed. Act-Title I as amended by P.L. 93-380 & 94-482)
  Vocational Education (P.L. 90-576)
- Interior
  Bureau of Indian Affairs (BIA)
- Justice
  Law Enforcement Administrative Agency (LEAA)
- Labor
  Comprehensive Education and Training Act (CETA)
- National Endowment for the Arts
- Transportation
- Veterans Administration

The most frequently mentioned sources of non-federal funds were "local school or government" (10 times), followed

by industry (8 times), private foundations (7 times), state (6 times), United Way and other similar organizations (4 times), individual donations (3 times), and labor unions (1 time).

*Use of Funds*

It became apparent after reviewing the uses made of federal and local funds by project sponsors that the most flexible of all funds were those received from non-federal sources; i.e., local schools and government agencies, state agencies, foundation grants, United Way and similar funds, and individual contributions. Industry and labor union contributions were generally used to support specific components of training programs; e.g., a teacher for female cable splicers by the San Diego Bell Telephone System or funds for the purchase of equipment. It also was apparent that local funding sources have less stringent fiscal and program reporting requirements than federal agencies (with the exception of *national* foundations as opposed to *local* foundations). *Nevertheless, with the exception of all but a handful of projects, federal funds were the chief support of most of the programs.*

Of the federal funds, CETA's were the most flexible; that is to say, they could be used to provide a wide variety of employment development services. But in terms of program and fiscal requirements, CETA prime sponsors were usually the most demanding. The major uses of CETA funds were to provide stipends, counseling, and supportive services to enrollees. Vocational Education Act funds were used most often to provide pre-vocational training, occupational training, world of work instruction, and to a lesser extent, counseling and basic or remedial education. WIN funds were used solely to provide occupational training and supportive services to welfare recipients, and vocational rehabilitation funds were used almost exclusively to provide counseling, health, and dental services to enrollees.

Most of the remaining funding agencies merely underwrote the costs of work experience (including internship) and service programs. For example:

- NOAA funds supported a Congressional and Executive Branch internship program for Ph.D. candidates.

- The Environmental Protection Agency underwrote a conservation internship program.

- The Coastal Plains Regional Commission helped support a state governmental internship program.

- LEAA funds were used to support a much needed service program for the inmates of city and county jails.

- Ethnic Heritage Studies funds supported a special program for migratory farm workers.

- Office of Career Education funds were used both to promote the concept of career education and to support special teacher training programs.

- Department of Transportation funds were used to support a work experience program for adults sponsored by a local roads department.

- Economic Development Agency funds were used to underwrite work and service programs in depressed areas.

The fact is that if local prime sponsors are able to document the need for almost any kind of a work or service program and can prove their expertise to carry out the program, funds and/or in-kind services can be obtained from both federal and non-federal sources. That is why the multi-funded approach is so important. The creative use of public and private monies to provide needed services to communities and individuals depends to a great extent on how well responsible local officials can:

- Identify potential funding sources

- Design programs and prepare proposals to funding agencies
- Satisfy the reporting and accounting requirements of funding agencies

It takes a bit of imagination and hard work, but as the programs summarized in Part II illustrate, *it can be done*.



31

# Part II
# Project Summaries

## Center for Public Affairs Service Learning

*Project Sponsor:* University of Indiana

*Contact Person*: Dr. Charles Shase, Center for Public Affairs Service Learning, University of Indiana, 400 East 7th Street, Suite 1, Bloomington, Indiana 47401

*Specific Funding Sources:*

1. Bicentennial Grant (HEW)
2. CETA, Titles I, II and VI
3. EDA Matching Grant (U.S. Department of Commerce)
4. Unspecified Private Foundations
5. Participating agencies provide space and other in-kind items necessary for internship
6. Internships provided through Intergovernmen-

tal Personnel Act (U.S. Civil Service Commission)

*Project Description*: Develop paid internship positions with Federal, State and local public agencies, and some private enterprises, for both undergraduate and graduate students of the University of Indiana

*Background*

The Center for Public Affairs Service Learning was created specifically to develop internship opportunities for University of Indiana students. Students from five campuses of the University participate in the program. The program is unique in that the Center itself neither receives nor handles funds from any source. What it does do is (1) develop service learning slots for qualified students and (2) identify *existing* programs which fund work and/or service education projects. Thus, in a very real sense, the purpose of the Center is to bring together agencies (or companies) which would like to participate in an internship program with the funders of such programs. Once the slots have been developed and financing has been arranged, the Center recruits students to fill the slots. Approximately seven students are referred to each participating agency. The agencies make the final selections.

In developing "internship slots," the Center emphasizes jobs in which the students provide, or help in providing, services to the general public, and which entail a "learning experience," preferably (but not always) in the students' major fields of study. Thus, in recruiting students for available internships, consideration is given to the relationship between the work involved and student academic majors, and in the case of graduate students, the internships often involve "projects" which must be written up in detail following the completion of internships.

*Steps Leading to Multiple Funding*

The Center program is based on the assumption that

funding from any one source is not likely to continue indefinitely, and that before additional (or new) funding is sought, every effort should be made to "tap in" on *existing* funding sources. Therefore, the Center searches constantly for funds from existing programs to finance its own internship program. This year's funders, for example, may or may not fund next year's internship program; hence, the search for alternative funding sources is one of the Center's major efforts if not *the* major effort.

Each internship is 12 weeks long. The cost of undergraduate internships is $1600 per student, $1200 of which is used for student stipends and $400 for various administrative costs. Graduate internships cost $1800 per student, $1400 for student stipends and $400 for administrative costs. Other than student stipend and administrative costs, there are no other costs to the program.

*Problems Met and Overcome*

One of the most unique aspects of the Center's program is that by tapping in on existing work and service education projects, the problems usually associated with multi-funded work and service education programs do not arise. Since the Center neither receives nor handles funds, it is relieved of the accounting and reporting responsibilities usually required of the sponsors of multi-funded projects. The following example illustrates how the program works:

1. The Center contacts a local CETA prime sponsor and requests three "slots" for its internship program as part of an on-going CETA work education project. The local CETA prime sponsor agrees.
2. The Center contracts a public agency in the area of the local CETA prime sponsor and requests three internship positions. The agency agrees to participate, but states that it cannot finance the internships. The Center informs the agency that the financing can be obtained through the local CETA program.
3. The Center then sees to it that the agency and CETA

are brought together. Once an agreement between the agency and CETA has been obtained, the Center recruits students to fill the internship positions.

The above example involves CETA, but it could be applied to any potential funding source. The Center's objective is to bring the funding agencies and potential participating agencies together; final agreements are worked out between the funding agencies and the participating agencies. Whatever reporting and accounting responsibilities are required by funding agencies, therefore, are the responsibility of the participating agencies. However, since there are only two cost categories (stipends and administrative), accounting and reporting requirements are minimal.

*Outcomes*

The Center has been successful in placing 180 interns with public agencies and private companies. All 180 interns have completed their internships; there have been no dropouts.

## Executive High School Internships

*Project Sponsor:* Executive High School Internships of America

*Contact Person*: Ms. Sharlene Hirsch, 680 Fifth Avenue, New York City, New York

*Specific Funding Sources:*

1. Office of Career Education, U.S. Office of Education
2. National Institute of Education
3. State Funding

4. Local Tax Funds
5. Private Industry
6. Private Contributions

*Program Description*: Internship program for high school students in 30 school districts in 18 states.

*Background*

The Executive High School Internship Program, which began as an experimental project in New York City, has blossomed into a national model for educational innovation that is now in operation in 18 states and 30 school districts throughout the country. Developed in 1971 by New York City's Human Resources Administration and Board of Education, the program taps the resources of private and public sectors to educate able juniors and seniors in the role of an executive. Students are selected by their principals and placed as special assistants to influential officials in government and allied fields.

Sponsors of interns include commissioners and administrators of city, county, and federal agencies; judges; directors of community organizations, such as legal services and Head Start Centers; hospital administrators; business executives and managers; television producers and directors; and museum curators.

Internship programs are not new to public agencies, but utilizing high school students as executive assistants is a radical departure for most. The program's target population is gifted and talented high school juniors and seniors. Nationally, the program has served as a catalyst for educational change by

- Marshalling city government and school system resources in a combined, interagency effort to help young people learn
- Creating a new role for the teacher as a broker between the formal classroom theory and educational

experiences in the community

- Offering alternative means for students to demonstrate academic competence that is recognized by state education agencies and college admissions officers
- Developing a management system applicable to all types of off-campus field experience programs with built in quality control and accountability mechanisms
- Providing for more individualized instruction to meet the needs of gifted and talented students (who may or may not have outstanding academic records)
- Demonstrating alternate ways of using existing funds and positions for innovation
- Enabling students to explore the organizational world and actually test specific types of jobs before making final decisions
- Utilizing leaders in government and other fields as fulltime mentors of young people
- Breaking through the age segregation barriers in society by demonstrating that, when carefully chosen for appropriate adult roles and given responsibility and accorded respect, young people can perform in mature and often surprisingly creative and sophisticated ways

All the various models of the program are linked to Executive High School Internships of America which provides staff training and continuing technical assistance. To join the network, a school district must agree to underwrite the salary of a fulltime coordinator, release interns for an entire semester or quarter without further school obligations, and grant a broad range of academic credit.

In return, the national office provides technical assistance consisting of training programs for coordinators, appraisals and assistance to local operations by the national director, annual meetings for the interchange of ideas, and workshops for coordinators and students.

*Steps Leading to Multiple Funding*

No one funding source can cover all costs of the program. This became apparent when the program began to expand from a local, New York City project to a full-blown national effort. In order to maintain program quality, provide technical assistance to participating school districts, and develop intern positions for students, funds had to be sought from many sources. Because of the career education implications of the program, one likely source was the Office of Career Education of the U.S. Office of Education. The National Institute of Education was interested in the research aspects of the program, and private foundations were interested in the program's innovative aspects.

Potential funding sources were identified and proposals were prepared. Not all proposals were funded; e.g., it was impossible to obtain Vocational Education Act funds because participating students were college bound. However, because the program had demonstrated its worth on a local basis, sufficient funds were acquired to initiate a national program.

*Problems Met and Overcome*

Program administrators cite no outstanding problems in receiving and accounting for funds obtained from multiple sources. Other than the time consuming proposal process (for every successful proposal, at least two or three are written), obtaining and accounting for funds from multiple sources is not an overwhelming problem. Separate accounts are kept for each funding source, so that overall costs can be broken out for review by funding agencies.

*Outcomes*

The program which began in 1971 with a total enrollment of 20 talented high school students from 13 Brooklyn schools now boasts an enrollment of 3,000 students, 800 from New York City alone. The program's dropout rate is below one percent.

## Environmental Intern Program

*Project Sponsor*: Massachusetts Audubon Society

*Contact Person:* Ms. Susan Hunnewell, Massachusetts Audubon Society, South Gate Road, Lincoln, Massachusetts 01773

*Specific Funding Sources:*

1. National Endowment for the Arts
2. Environmental Protection Agency
3. Rockefeller Foundation
4. Ford Foundation
5. Jesse Smith Noyes Foundation
6. Edward John Noble Foundation
7. William H. Vanderbilt Foundation
8. Atlantic Richfield Oil Company

*Project Description:* Places students as interns in public and private agencies concerned with environmental protection.

*Background*

This program, which operates in several eastern states, was initiated by the Audubon Society to provide opportunities for high school and college students to perform work in the area of environmental protection which is related to either their school majors or to certain courses of study in which they are enrolled. At its outset, the program was funded solely by the Audubon Society. Later, funds were obtained from foundations interested in environmental protection research. Funds from federal sources followed foundation funding.

Students between the ages of 19 and 29 are eligible for the program. Besides being provided with internships in agencies concerned with environmental protection responsibilities, they participate in a seminar and are often required to prepare papers on their internship experience.

*Steps Leading to Multiple Funding*

The idea of an environmental intern program seemed to draw the attention of foundations which are also interested in environmental protection and research. Once funds from foundations were obtained, funds were sought from federal agencies. The program is now attempting to decrease its dependence on foundation support, which by its nature is temporary. Funds from all sources are used to develop internship positions, recruit students to fill them, and support students on the job. Program administrators would like to see the program become self-sufficient; that is, that all necessary support would come from the agencies participating in the program or from the agencies which supply the internship positions.

*Problems Met and Overcome*

Program administrators could cite no major problems in obtaining funds from multiple sources. Inquiries to interested foundations and agencies are followed by proposals which state quite clearly the purposes of the program and the services which will be provided with the funds obtained. At the end of each grant year, program evaluations and fiscal reports are submitted to the funding agencies (and foundations).

*Outcomes*

According to a recent follow-up study of students who have participated in the program over the past three years, 73 percent of the participants who are now out of school are employed in environmental fields. During calendar year 1976, some 140 students were placed as interns, all of whom completed their internships.

## Tucson Skills Center

*Project Sponsor:* Tucson Skills Center

*Contact Person:* Ed Acuna, 55 North 6th Avenue, Tucson, Arizona 85702

*Specific Funding Sources:*

1. CETA Title I
2. CETA Title 6
3. Work Incentive Program
4. Vocational Rehabilitation
5. Bureau of Indian Affairs

*Project Description:* To provide institutional vocational training, including work education, for disadvantaged and unemployed adults and youth.

*Background*

Tucson the second largest city in Arizona (over 400,000 in population), has a below average unemployment rate but a large population of Hispanic and Native American minorities, whose unemployment rate is a good deal above the average for the city as a whole. The Tucson Skills Center, like most Skills Centers throughout the country, was originally funded under the Manpower Development and Training Act of 1962. The purpose of Skills Centers is to provide comprehensive employment development and training services to disadvantaged adults and youth, including outreach and recruitment, counseling, multi-occupational vocational training, placement services, supportive services, and follow-up of all completers. In MDTA days, Skills Centers were required to make arrangements for "buy ins" from agencies other than the prime funding agency (which during the MDTA era was the Office of Education), or arrangements whereby other

agencies could "purchase services" from the Skills Centers. Some Skills Centers were more successful than others in arranging buy-ins, including the four Skills Centers whose programs are summarized in this pamphlet. As such, they (the successful Skills Centers) were trailblazers in the area of multi-funded programs.

Not all Skills Centers survived the transition from MDTA to CETA, but those which were more successful in attracting funds from multiple sources had a much higher survival rate than those which were not so successful in multi-funding. Among these was the Tucson Skills Center.

The major source of Skills Center funding today is CETA, but because of their experience under MDTA, Skills Centers continue to draw funds from multiple sources. The Tucson Skills Center offers a wide variety of skills training, counseling, supportive services, and other services to its enrollees. Recently, one of its most successful programs was a work education program designed to train unemployed area residents for jobs in a new $2.5 million Learjet aircraft plant. The training included both classroom and on-the-job training components.

Most of the Center's institutional and on-the-job training components are paid for out of CETA and Work Incentive Program funds. Supportive services are partially paid for out of Vocational Rehabilitation, Work Incentive Program, and Bureau of Indian Affairs funds, although Bureau of Indian Affairs funds are also used in skill training programs.

*Steps Leading to Multiple Funding*

One of the characteristics of the Skills Center program is that the training provided is "open-entry/open-exit"; that is to say, applicants can be enrolled at any time during the training cycle, proceed at their own pace during the training, and leave whenever they are "job ready." The services required to make such a system work cannot be obtained from any one source. Therefore, proposals are made to various funding agencies, and the specific uses of funds (outreach, selection and referral, supportive services, placement and follow-up, etc.) are stipulated in the proposals.

*Problems Met and Overcome*

One of the major problems faced by administrators of multi-funded programs (cited by Skills Center administrators) is that each funding agency has a different idea of what constitutes budget line items. This necessitates separate accounts for each funding source, multiple reporting, and a good deal of personal contact between Skills Center and funding agency personnel. However, these problems are characterized by Skills Center administrators as "irritating," rather than as "serious" or "insurmountable."

*Outcomes*

During fiscal year 1976, the Tucson Skills Center provided training and other services to 1304 enrollees, and conducted special programs to meet the needs of local industry (e.g., the Learjet program). Only 178 of the 1304 enrollees dropped out of the program, and 308 completers were placed in jobs *before* they left the program, 238 in training related jobs. Over half the trainees were members of minority groups.

## Work Experience for Juvenile Offenders

*Project Sponsor:* Poplar Bluffs Youth Center

*Contact Person:* Mr. Lloyd Mathews, Poplar Bluffs Youth Center, R.R. 1, Box 116, Poplar Bluffs, Missouri 63901

*Specific Funding Sources:*

1. Title 4, Part C, ESEA
2. CETA
3. Local Funds

*Project Description:* A program to provide vocational evaluation, career information, counseling and work experience to juvenile offenders

*Background*

The Poplar Bluffs Youth Center for Juvenile Offenders is located in a small, rural, predominately white community in Southern Missouri, but its clientele—which includes a high percentage of minorities—are referred to the institution from courts all over Southern Missouri. The Poplar Bluffs community, itself, is extremely work oriented, and its employers, like most employers in rural America, are strong advocates of the work ethic. In 1975, the institution expanded its vocational orientation program for male offenders to include work experience. Local employers were canvassed and many were receptive to the idea. A Title 4, Part C grant was obtained to pay 60 cents an hour of the enrollee wages; the employers contributed an additional 40 cents an hour. In 1976, the Center was successful in obtaining a CETA grant to pay the portion of the enrollee wages previously paid by employers. The CETA grant made it possible for the Center to expand the program. Most of the boys participating in the program are 15 years of age or younger. The Center believes that work experience in a small community, where employers are more apt than in large communities to provide individualized attention (and concern) to the enrollees, is an invaluable part of the Center's overall rehabilitation effort. All other aspects of the program (vocational evaluation, career information, and counseling) are financed out of the Center's regular funds.

*Steps Leading to Multiple Funding*

Most of the employees contacted by the Center were small and had to create positions in order to participate in the Center program. Some could not participate because they could not afford to pay wages to the enrollees. This led the

Center to seek funds for enrollee wages from the Department of Health, Education and Welfare. The Center was successful in receiving a grant from Title 4 of the Elementary and Secondary Education Act, under Part C, which provides for "educative, innovative and supportive" programs. Later, in order to expand the program, funds were sought (and obtained) from CETA.

All funds from outside sources are used to pay enrollee wages and minor administrative costs.

*Problems Met and Overcome*

The Center cited no major problems in obtaining funds from multiple sources. Separate accounts are kept of the funds received from the two agencies, and separate reports are prepared for each of the funding agencies. The one relatively minor problem encountered was that CETA did not want the Center to write enrollee wage checks. This meant that 5 percent of the funds received from CETA were used to pay for "administrative" costs. Title 4 of the Elementary and Secondary Education Act provides funds for administrative salaries.

*Outcomes*

During 1976, an average of 80 to 90 boys were enrolled in the program. The dropout rate was less than one percent. The Center had no information on what happened to the students after they returned to their home communities, but it was assumed that most of the enrollees returned to school. The Center cites the following as positive results of the program: (1) enthusiastic community acceptance of the program, (2) positive relationships between enrollees and employers and vice-versa, and (3) a broadening of the enrollees' occupational horizons by observing small town businessmen and entrepeneurs in action.

## Genesco Migrant Center

*Project Sponsor:* State University College at Genesco, New York

*Contact Person:* Gloria Matter, Director, Genesco Migrant Center, State University College of Arts and Sciences, Genesco, New York 14454

*Specific Funding Sources:*

1. Title I, Elementary and Secondary Education Act
2. Title VI Public Law 93-380
3. CETA
4. Title IX, Ethnic Heritage Studies Program
5. Vocational Education Act (Public Law 90-576)
6. College Work-Study Program

*Project Description:* To provide both direct and indirect services to migrant farmworker families. While the primary purpose of these services is education, related health and supportive services are also provided.

*Background*

Genesco, New York, is a relatively small rural city, located in the heart of one of New York State's richest agricultural areas. Each year, large numbers of migratory farm workers and their families, most of whom are based in Florida, come to the area to help with harvesting operations. Migratory farm workers are among the most disadvantaged—if not *the* most disadvantaged—of U.S. workers. Because of their migratory existence, in many of the areas in which they work, they do not qualify for health and other services, and most children of migrants are behind their peers in educational

attainment. Most of the migrants who come to New York are black, but Puerto Rican, Chicana, Alogonquin Indians, and whites also work on New York farms.

In 1968, the Genesco Migrant Center was established by John O. Dunn, retired Chief of the New York State Education Department's Bureau of Migrant Education, at the suggestion of Robert W. MacVittie, President of State University College at Genesco. Dr. MacVittie had envisioned a "migrant institute," featuring a multi-disciplinary approach to the solutions of problems faced by migrant families. The idea was written into the Genesco campus academic plan for eventual funding by the state university. However, before the university could act, the Bureau of Migrant Education became aware of Dr. MacVittie's plan and the Center was established. Direct involvement with migrants and their problems had led to additional sources of funding and an expansion of services. Among the services now offered by the Center are:

1. *Children's Demonstration School:* A special school to meet the physical, emotional, social and educational needs of the migrant children, ages 5-20
2. *In-Camp Learning Program:* Evening instruction in the migrant camps by teams of teachers to provide basic education skills for adult migrants
3. *Migrant Aide Training Program:* A program to prepare youth to be teacher aides through training in methods and materials, and daily application in the classrooms of the Children's Demonstration School and Migrant Child Development Center
4. *Migrant Child Development Center:* A program to meet the physical, emotional, social, and educational needs of migrant children, ages 8 weeks to 5 years old
5. *Migrant Heritage Studies Project:* A program to produce a multi-media, multi-ethnic learning package consisting of four modules, one on migrancy and three on ethnic groups in the migrant stream

6. *Tutorial Training Program:* Certified teachers are provided with intensive training and then assigned, on a one-to-one basis, to migrant students in area schools who are functioning below the expected levels in reading and math. The teachers create their own materials

7. *Vocational Education:* A program to provide coordination of services of school district(s) and other agencies serving migrant and rural disadvantaged adults in six New York State counties

8. *Weekend Program:* This program provides an alternative to camp life for entire migrant families on Sundays. University facilities are used in the morning for various activities, and field trips to area cultural and educational sites are taken in the afternoons. Individual tutoring also takes place.

*Steps Leading to Multiple-Funding*

The aim of the Center is to provide comprehensive services to migrant farm worker families, the whole range of which cannot be obtained from any one funding source. Therefore, Center staff scanned the Federal Register and other sources to identify potential funding agencies. Proposals were written by staff to the agencies identified, and eventually the Center was successful in obtaining funds from a variety of sources. Federal and State funds are channeled through the following agencies:

1. State Department of Education (Bureau of Migrant Education, Summer Food Program, Division of Continuing Education, Division of Vocational Education, and the College Work-Study Program)
2. New York Council on the Arts
3. State Department of Labor (CETA)
4. State Department of Agriculture and Markets

Title I Elementary and Secondary Education Act funds are used to operate the Children's Demonstration School, Migrant Child Development Center, and the Tutorial and Weekend Programs. The In-Camp Learning Program is funded primarily under Title VI, Public Law 93-380; funds from this Act are also used to fund the Weekend Program. CETA funds are used to operate the Migrant Aide Training Program; Title IX funds (Ethnic Heritage Studies Program) are used to fund the Migrant Heritage Studies Project; and Vocational Education Act funds (Public Law 90-576) are used to fund the vocational education program.

*Problems Met and Overcome*

The most difficult problem faced by the eleven-person staff is the time it takes to identify funding sources and prepare annual proposals, while at the same time operating on-going programs. Each funding source has different reporting requirements and each program director must meet the specific requirements of at least one, and sometimes two or three, funding agents.

Although the funding proposals merge programatically, separate fiscal accounts are kept of each funding source. Fiscal records are kept by the Research Foundation of the State of New York. This is a non-profit corporation designated by the State University of New York to serve as the fiscal agent for all federal and other non-state university funds coming into the various colleges in New York's state university system.

*Outcomes*

The Migrant Center served a total of 520 individuals during calendar year 1976. The Center cites the following as positive outcomes:

1. The completion of an exemplary multi-media kit designed to teach children and adults about migrant farmworkers
2. Improved self-concept, improved reading ability, and

improved attitude toward reading and school on the part of migrants and their families

3. The provision of emergency medical and dental treatment to migrants and their families, and the provision of preventive health and dental education
4. The servicing of entire families as units—infants to adults—with quality programs
5. The provision of alternatives to drab and often dangerous migrant camp living
6. The placement of eight migrant youth as teacher aides in the Children's Demonstration School

Over half the migrants served were black, 114 were white, and the remainder were mainly Hispanic and Native American.

## Yakima Valley Opportunities Industrial Council

*Sponsor:* Yakima Valley OIC

*Contact Person:* Henry Beauchamp, 201 South First Street, Yakima, Washington 98901

*Specific Funding Sources:*

1. CETA Titles I, II and III
2. State Department of Employment Security (Non-Federal)
3. Washington State Department of Corrections
4. Vocational Rehabilitation
5. Veterans Administration
6. Work Incentive Program
7. Vocational Education Act

8. U.S. Department of Transportation
9. Takoma Urban League

*Project Description:* Institutional training, including work experience and cooperative education in several occupational areas.

*Background*

The Yakima Valley OIC, a descendant of the self-help program launched by The Reverend Leon Sullivan in Philadelphia prior to the passage of the Economic Opportunity Act during the Johnson administration, served a mixed community of whites, blacks, Native Americans and Indo-Chinese refugees. Unemployment in the Yakima Valley is above the national average, and the area is characterized by great wealth, equally great poverty, and nothing much in between. The Yakima Valley OIC serves the central city area of Yakima, its suburbs, and surrounding rural areas, including an Indian reservation. The area's principal industries are farming, lumbering, manufacturing, and tourism. Employment is to a great extent seasonal.

The first OIC program in Philadelphia was a privately funded self-help program for the city's blacks. It began as a summer employment program for youth, but quickly expanded into a comprehensive employment development program for both youth and adults. The OIC concept spread to many other cities throughout the country—even to areas, such as Yakima, where minorities were only a small percentage of the total enrollment in programs.

OICs were funded from multiple sources from the beginning of the program in Philadelphia, when the majority of the funds came from local churches and other organizations. Later, it qualified for funds under MDTA and the Economic Opportunity Act. OIC administrators, most of whom were trained in OIC headquarters in Philadelphia, were (and still are) aware of funding sources and the art of grantsmanship. Most OIC's throughout the country are funded from a variety of sources.

The Yakima Valley OIC provides the whole gamut of employment development services, including pre-vocational training, occupational training, work education, and a variety of supportive services. Its clients include unemployed residents of the city of Yakima, the inhabitants of an Indian Reservation, and the inmates of correctional institutions. Its funding sources are many and varied.

*Steps Leading to Multiple Funding*

As was mentioned previously, multiple funding was an integral part of the original OIC concept. To this day, OIC administrators look for funding from both private and public sources at the local, state, and federal levels. OICs have been extremely successful in obtaining both funds and in-kind services from industry and labor. Yakima Valley administrators emphasize the undependability of funding agencies, making it necessary to obtain funding from as many sources as possible in order to make the program less vulnerable. They also point out that as a program zeroes in on the specific needs of clients, funding from many different agencies must be sought. CETA funds most of the Yakima occupational training and work education programs, but such services as health, transportation, and other supportive services are sought from other sources, including Vocational Rehabilitation and other state agencies. Funds appropriated by the Washington State Legislature, and administered by the Washington Employment Security Department, pay for a "career change" program for adults, and a Neighborhood Food Bank program is paid for by the state tax monies. The OIC receives funds from the Department of Welfare in connection with the Work Incentive Program, and funds are received from the United States Department of Transportation through the Urban League for a program with the state Department of Highways.

Contributions, both in funds and in kind, are received from industry and labor. For example, IBM has contributed equipment for a keypunch course, and funds have been obtained from the Weyerhaeuser Foundation (of the Weyerhaeuser Corporation) and Pacific Northwest Bell.

5352

*Problems Met and Overcome*

The biggest problem faced by the Yakima Valley OIC is satisfying funding agency proposal, reporting, and monitoring requirements. Three staff people spend part time writing proposals. All record keeping is centralized in one location, and despite the differing reporting and fiscal requirements of various agencies, the same forms are used for all programs. One staff person is assigned to program monitoring.

*Outcomes*

The Yakima Valley OIC served 740 enrollees during calendar year 1976. There were 425 completers and only 85 dropouts. A total of 183 completers were placed in jobs before they left the program, 122 of which were training related. Approximately 44 percent of the enrollees were members of minority groups.

## Work Education for the Handicapped

*Project Sponsor:* Exceptional Children's Foundation

*Contact Person:* Ms. Edith Ritz, 2225 West Adams Boulevard, Los Angeles, California

*Specific Funding Sources:*

1. ACTION
2. U.S. Foundation for the Arts
3. CETA
4. Vocational Rehabilitation
5. Private Foundations

*Project Description:* The Exceptional Children's Foun-

dation provides comprehensive services to the handicapped, including work education in the fields of gardening and horticulture.

*Background*

The Exceptional Children's Foundation is one of the nation's oldest and largest nonprofit, nonsectarian organizations serving mentally retarded people of all ages with a complete range of services. It is a member of the National Association for Retarded Citizens and the California Association for the Retarded, and it is affiliated with many professional groups dealing with the treatment, the training, and the welfare of retarded citizens.

In Los Angeles County, there are approximately 150,000 mentally retarded people. The Foundation's funds are used to serve mentally retarded persons and their families in the community. Since 1946, the Foundation has provided thousands with both direct services and referral assistance as needed. Among the programs offered by the Foundation are the following:

1. *Guidance:* Professional guidance and counseling to mentally retarded people and their families
2. *Infant Development Program:* Specialized services for mentally retarded infants (up to three years of age) and their families
3. *Special Education:* The provision of special education classes in various parts of the county for disabled children of preschool and school ages who are not accepted by the public schools
4. *Art Center:* The training of handicapped youth and adults in painting, drawing, ceramics, batik, mobiles, tapestry, knitting, crocheting, macrame, and weaving
5. *Work Training Centers:* The operation of four work training centers which prepare teenagers and adults for jobs in industry or in sheltered workshops

6. *On-the-Job Training:* The provision of on-the-job training in such occupations as gardening, landscape service, and building maintenance.

7. *Others:* Other services provided by the Foundation include job preparation and placement, residential care, upgrading care for mentally retarded individuals living in community facilities, and recreation and youth volunteer services.

*Steps Leading to Multiple Funding*

The Foundation has been providing services to the handicapped of Los Angeles for 30 years. As a private, non-profit organization, it has always been dependent on private contributions, fees, and foundation grants. The vast majority of its funds come from these sources. ACTION volunteers work in several of the Foundation's programs, and more recently CETA and other federal funds have been obtained for specific programs. Funds from a variety of sources are needed to maintain and expand the services provided by the Foundation. However, as an agency which has been in existence for a relatively long period of time, its budget is relatively stable.

*Problems Met and Overcome*

Other than the staff time needed to identify potential funding agents and prepare proposals, no serious problems were mentioned. Perhaps the agency's major problem is a public relations one; that is, to create an awareness of the problems faced by the handicapped and the services needed to meet these problems. One overall budget is established, but sub-budgets and separate bank accounts relating to each funding source are also maintained.

*Outcomes*

Over 500 handicapped individuals were served during the past year. Of those who were enrolled in employment development programs, 200 completed, 150 dropped out,

and 72 were placed in jobs—all training related. The foundation cites as its two most important accomplishments during 1976 better placement services for handicapped individuals and wages paid to mentally retarded aides in connection with the infant development program.

## Oklahoma Skills Center

*Project Sponsor:* Oklahoma Skills Center

*Contact Person:* John Provence, 201 Northeast 48th Street, Oklahoma City, Oklahoma 73105

*Specific Funding Sources:*

1. Five CETA Prime Sponsors
2. Work Incentive Program
3. Vocational Rehabilitation
4. State Department of Corrections
5. Vocational Education Act
6. CETA Title

*Project Description:* To provide skills training and other manpower services to disadvantaged and unemployed individuals, including work education.

*Background*

The Oklahoma Skills Center is the primary deliverer of vocational training for CETA prime sponsors in the Oklahoma City area. Since the days of MDTA, the Oklahoma Skills Center has been one of the most successful Centers in obtaining funds from multiple sources. During MDTA days, its accounting procedures were considered a model for Skills Centers. It serves an area with a below average unemploy-

ment rate, but with a large minority population—composed mainly of blacks and Native Americans—whose employment problems are a good deal more severe than those of most whites.

The Skills Center has been in operation since the late 1960s.

*Steps Leading to Multiple Funding*

The Center's goal is to meet the training needs of the Oklahoma City area. In order to accomplish this objective, it must acquire funds from more than one source. Although CETA is the "prime" funding source for the Oklahoma Skills Center, many of the services it offers, including programs for inmates in correctional institutions, welfare recipients, and a whole array of supportive services, could not be provided if the Center was unsuccessful in obtaining funds from "secondary" sources.

*Problems Met and Overcome*

Separate proposals are submitted to each funding agency, and separate financial and accounting and reporting systems are maintained for each funding agency. Nevertheless, for its own administrative services, the Center attempts to plan one master budget for all services offered by the Center. Because of the various reporting requirements of funding agencies and the insecurity of year-to-year funding by agencies, the drafting of a master budget is a time-consuming job, and sometimes appears to be impossible. Center administrators believe, however, that the results achieved through multiple funding are "worth all the headaches," and that the problems involved in obtaining funds from multiple sources will never be completely solved until (or unless) the Congress decides on "long range" rather than year-to-year funding of employment development projects.

*Outcomes*

Over 1400 individuals were enrolled in the Oklahoma

Skills Center during calendar year 1976. There were only 200 dropouts. Of the 844 completions, 671 were placed in jobs, 598 of which were training related.

## Adult Migrant Job Training Program

*Project Sponsor:* Sarasota Area Vocational Technical Center

*Contact Person:* Harry R. Hombraker, Project Director, Area Vocational Technical Center, 2418 Hatton Street, Sarasota, Florida

*Specific Funding Sources:*

1. Vocational Education Act
2. CETA, Title III
3. Local School Funds

*Project Description:* To provide job and employability schools to migratory farm workers

*Background*

Migratory farm workers who move in the "Eastern Stream," or those who harvest the crops of the eastern seaboard, make Florida their "home base." Perhaps the most important contributing cause to the debilitating problems faced by migratory farm workers and their families is their mobility. Constantly on the move, these workers do not have the opportunity to become "citizens" or residents of anywhere. Their children suffer from lack of continuity in education, and entire families suffer from lack of health services, low incomes, poor housing conditions, unsafe transportation, and related problems. When migrants reach

New York, they become the target population of the Genesco program (see page 47), but as good as the Genesco program is, the real solution to the many and various problems of the migrants is to eliminate their migratory status. This means training migrants in job skills which will help them find permanent employment in their home communities. Basically, this is the purpose of the Adult Migrant Job Training Program.

The Sarasota program provides the following services for migrant workers: (1) transportation to and from the Center; (2) referral services for health services, legal aid, and other supportive services; (3) child care; (4) employment and personal counseling; (5) pre-vocational training; (6) remedial education; and (7) occupational training. In other words, it is a comprehensive program to meet the employment needs of migrant farm workers and their families.

*Steps Leading to Multiple Funding*

It is obvious that no single funding agency could support all of the services outlined above. Therefore, the Center sought both funds and in-kind support from many sources. The prime funding source is the disadvantaged set-aside of the Vocational Education Act of 1963 (as amended in 1968), which is used to provide vocational training and remedial education programs. Title III CETA funds are also used to provide occupational training for the migrants. Local school funds are used to provide transportation, counseling, and other supportive services. The County provides in-kind bookkeeping for the Center and contributes a good deal of the equipment used in skill training courses. Supportive services and child care are arranged through cooperative relationships with other city and county agencies.

Proposals are submitted to the state Department of Education and CETA. The proposals must state specifically the components of the program and contain line item budgets. Project evaluation mechanisms must also be built into the proposals.

*Problems Met and Overcome*

Other than the usual complaints about red tape, program administrators cited no overwhelming problems in obtaining funds from multiple sources. Only one proposal for both Vocational Education Act and CETA funds is submitted to the state Department of Education. Auditing of the program is provided by the Board of Education, and monthly program reports are submitted to the state.

*Outcomes*

The ultimate success criterion for a home base migrant program would be a count of participants who were able to leave the migrant stream. Although the Center cannot provide definite information on this subject, the program's placement rate indicates that those who complete the program are successful in leaving the migrant stream. In 1976, a total of 144 migrants participated in the program. Of these, 72 completed—70 of whom were placed in jobs, 59 training related. Only 26 dropped out of the program, but an additional 46 were forced to leave the program because of circumstances beyond their (or the school's) control.

## Offender Aid and Restoration Program

*Project Sponsor:* Offender Aid and Restoration Program

*Contact Person:* Ms. Dianne West, 414 4th Street, Charlottesville, Virginia 22901

*Specific Funding Sources:*

1. Law Enforcement Administration Agency (LEAA)
2. United Way

3. Churches
4. Foundations
5. Industry

*Project Description:* Recruits and trains citizen volunteers to work on a one-to-one basis with prisoners in city and county jails. The citizen volunteers perform all kinds of counseling for the inmates, including employment counseling. Following their release from jail, attempts are made to place ex-inmates in training positions, work experience programs, and jobs.

*Background*

The Offender Aid and Restoration program grew out of what program architects saw as a need for special services to city and county jail inmates. It appeared that a great deal more attention was devoted to inmates of state and federal prisons than those incarcerated in local institutions. The program began small, eventually gained support from the United Way, local foundations and industries, and, finally, LEAA. Today the program is operating in several states. Citizen volunteers undergo intensive training and then are assigned on a one-to-one basis to city and county jail inmates. Among the counseling services they either perform or arrange for are the following: legal, family, health, financial, psychological or psychiatric, and employment.

*Steps Leading to Multiple Funding*

Program administrators identify potential funding sources and send out letters of inquiry; if positive replies are received, they prepare proposals. The funds are used exclusively to train citizen volunteers and to pay their expenses once they are on the job. Program administrators have also developed alternative programs for serving the inmates of city and county jails, and they provide technical assistance to all offender aid and restoration programs.

*Problems Met and Overcome*

The most difficult problem faced by program administrators is the identification of potential public and private funding sources. There appears to be little interest in the problems of city and county jail inmates at either the local or national levels. Each grant received from a funding agency is kept in a separate account, and separate reports are made to the various funding agencies. The entire program is audited each year by a CPA. Program reports, or reports on services rendered (inmates served, citizen volunteers trained, etc.) are also provided to funding agencies. However, the major problem does not seem to be in the *accounting* of funds, but in *obtaining* funds.

*Outcomes*

The program has grown by 58 percent over the past year. Program administrators cite the development of the concept, itself, as a positive outcome; that is, to provide aid to city and county jail inmates by means of citizen volunteers. The preparation of policy and procedural manuals, both for the development of additional offender aid and restoration projects and the training of citizen volunteers, is also cited as a positive outcome. Finally, as the years go by, a cadre of trained and experienced citizen volunteers will increase in numbers, thus making possible increased aid to jail inmates.

## Newark Manpower Training Skill Center

*Project Sponsor:* Newark Manpower Training Skills Center

*Contact Person:* Richard Phillips, 187 Broadway, Newark, New Jersey 17104

*Specific Funding Sources:*

1. Two CETA Prime Sponsors
2. Work Incentive Program
3. Adult Basic Education
4. Vocational Education Act

*Program Description:* To provide a complete training program, including work education for some enrollees, for the unemployed and underemployed in jobs that are in demand.

*Background*

The Newark Skills Center has been serving disadvantaged citizens of one of the nation's most depressed and run-down central city areas since the mid-1960s. The city of Newark is approximately 72 percent minority, 52 percent black and 20 percent Hispanic, and its unemployment rate has been considerably above the national average ever since the Skills Center opened its doors. Like other Skills Centers, Newark offers a full range of employment and development services—outreach, recruitment, counseling, supportive services, remedial education, and occupational training (including pre-vocational training). In the MDTA era (previous to CETA), the Newark Center was one of the first of the nation's network of Skills Centers to make arrangements for agencies other than prime funding agency (vocational education) to "buy in," or to purchase services from the Center. Since that time, it has been one of the most successful of Skills Centers in obtaining funding from multiple sources.

*Steps Leading to Multiple Funding*

To qualify as a Skills Center in the MDTA days, each Center was required to provide "comprehensive manpower services for its enrollees." Since vocational education funds were to be used primarily to provide occupational training and to meet Center administrative costs, funds for supportive services, remedial education, and other program components

had to be sought from other sources. In addition, Skills Centers were required to make arrangements for other agencies to buy services from the Centers, while at the same time making certain that funds from the various sources were not "co-mingled." Today, Skills Centers have no "prime funding source"; they must bid competitively against other agencies and programs which provide similar services in order to remain in business. Thus, multiple funding has become the life-blood of all Skills Centers.

*Problems Met and Overcome*

The Newark Skills Center has one continuing problem that is never fully resolved; that is, that the Center is funded on a year-to-year basis, which makes planning difficult and causes a good deal of staff insecurity. The Skills Center director negotiates personally with CETA prime sponsors and other funding agencies, but because most of the funding agencies are also funded on a year-to-year basis and there are often delays in their appropriations, Skills Center staff must await word from the funding agencies before they can prepare proposals. A good deal of staff time is devoted to the writing and rewriting of proposals. At the present time, proposals are submitted to five agencies: two CETA prime sponsors, the State Department of Labor (WIN), Adult Basic Education, and Vocational Education. Each of these agencies has a different planning period to which the Center must adapt. This causes problems in staff maintenance and in planning comprehensive employment and development programs.

Funds from the various agencies are kept in separate accounts, and proposals stipulate how the funds are to be spent. The Center prepares and distributes the following reports to funding agencies:

1. Bi-Monthly Management Information System Reports
2. Bi-Monthly Status of Enrollees Reports
3. Monthly Financial Reports
4. Monthly Billings of Expenditures

5. Quarterly Status of Enrollees Reports

Thus, considerable administrative effort is required to satisfy both the funding agencies and the Center's own need to track both expenditures and enrollees.

*Outcomes*

During 1976, the Center served 617 enrollees, virtually all of whom were members of minority groups (76 percent black). Of these, 491 completed their courses and 123 dropped out. A total of 396 of the completers were placed in jobs, the vast majority of which were training related. This gave the Center an 80 percent placement rate, which is quite an accomplishment in an area as depressed as Newark.

## Georgia Governor's Intern Program

*Project Sponsor:* State of Georgia

*Contact Person:* William Cloud, 104 State Capitol, Atlanta, Georgia 30334

*Specific Funding Sources:*

1. Coastal Plains Regional Commission
2. CETA, Title 1, Section 106
3. General State Funds (line items within the budget for the Officer of the Governor)
4. State and local matching funds
5. Bicentennial Grant (HEW)

*Project Description:* A program that combines internships in the executive branch of State government, state and local agencies, the legislature, and public and private non-profit organizations with academic growth (for college students).

*Background*

From its inception in 1971, the Governor's Intern Program has evolved into a major educational activity in the State of Georgia and has achieved national recognition. College students have benefited from alternative learning opportunities while performing a valuable public service. Colleges have re-examined their curricula as they sought to offer credit for off-campus education. Likewise, public and private agencies have responded by designing and funding projects for student interns.

After careful examination, the program was sanctioned by the Board of Regents of the University System of Georgia in 1972. In their statement of policy, the Board of Regents stated:

> The intern program offers students an opportunity to address real life problems under the supervision of professionals in the problem areas and under the guidance of faculty members. It has the potential of providing students with educational experiences different from, but no less valuable than, those encountered in the classroom.

The intern program now operates year-round, with students participating during each academic quarter. Students from a variety of academic majors representing colleges in Georgia and around the nation have participated in the Governor's Intern Program. Most of the interns have received academic credit. The benefits of student involvement and input have reached nearly all public agencies throughout the state.

The specific objectives of the program are as follows:

1. To broaden the scope of undergraduate and graduate curricula by offering students a unique type of learning experience—the academic internship
2. To give assistance, through the work of interns, to public agencies expressing service needs in the form of special projects (Intern projects stress the completion of specific tasks and the attainment of knowledge and skills.)

3. To provide constructive service opportunities for students seeking to participate in efforts toward solving problems facing all the citizens of Georgia
4. To make the resources of the colleges and universities more accessible to the community (This provides a means for keeping curricula, teaching, and research relevant to the needs of society.)
5. To encourage students to evaluate career goals, to consider citizen leadership in public programs, and to acquaint sponsoring agencies with possible candidates for future employment

*Steps Leading to Multiple Funding*

Original support for the program came solely from state funds, or funds allotted to the Georgia governor's office. When the program proved to be a success, funds for program expansion were sought. Proposals were prepared to the Coastal Plains Regional Commission, the state CETA Office, and other sources. In 1976, a grant was received from the Bicentennial Commission. The search for continuing funding is a never ending process, and the program hopes to broaden its funding base in the future.

*Problems Met and Overcome*

Administrators cite no major problems in obtaining funds from multiple sources. Of course, the paper work involved is an "irritant," but not a major problem. The means for avoiding comingling of funds is written into each contract with participating agencies. Separate accounts are kept for each funding source, and the program is audited by both state and outside auditors.

*Outcomes*

During 1976, a total of 384 students participated in the intern program, the largest number of participants in the history of the program. Internships were split equally

between men and women, and approximately one-third of the participants were members of minority groups. The program experienced a 100 percent completion rate (no dropouts). The attempt is now being made to follow up on former interns to determine whether the program has had an effect in steering participants into public employment or related work.

## Co-op Work Experience

*Project Sponsor:* Baker Junior High School, Denver, Colorado

*Contact Person:* John Walker, Project Director, 414 14th Street, Denver, Colorado 80202

*Specific Funding Sources:*

1. Local Labor Unions
2. Local Industry
3. Local School Funds
4. Vocational Education Act (Work Experience)

*Project Description:* Work experience program for pre-high school students

*Background*

The Baker work experience program is designed primarily for students who are likely to drop out of school. With the cooperation of several local labor unions and industries, students are placed in jobs for a portion of each school week. They receive related classroom training as well as regular academic instruction. The program grew out of the school's concern for students who showed little motivation,

little interest in regular academic courses of study, and who gave every indication that they would drop out of school as soon as it was legally possible for them to do so. The theory was that by mixing work experience with regular academic work, and by providing a training-related course as part of the students' curricula, student interest and motivation could be increased. Of course, there are many cooperative work experience programs for high school and post-secondary students throughout the country, but the Baker program is one of the few that enroll junior high school students. Furthermore, most cooperative education programs enroll the elite of students enrolled in vocational education courses; the Baker program, on the other hand, enrolls those who are likely to drop out of school.

The program is part of the Denver school district's overall cooperative education program. When the program began, it was financed solely by local school district funds and contributions (both in kind and in cash) from local labor unions and industries. It now also receives funds from the Colorado State Board for Community Colleges and Occupational Education, which the Board receives from the U.S. Office of Education under Part G of the 1968 amendments to the Vocational Education Act of 1963.

*Steps Leading to Multiple Funding*

Inadequate funds at the local level exist to finance on a continuous basis a cooperative program for junior high school potential dropouts. The program requires a full-time coordinator who both teaches participants in the classroom and monitors their on-the-job activities. For this reason, additional funds were sought from the state, funds which the state receives under the Vocational Education Act.

*Problems Met and Overcome*

Other than proposal writing, which is not considered an onerous problem, the school experienced few problems in obtaining funding for the program. Only one proposal is necessary (to the state board). The state board monitors the

program, and the school is required to submit only one report per year.

*Outcomes*

School records indicate that former participants are less likely to drop out of school than students with similar characteristics who are not enrolled in the cooperative program. Records also indicate that there is an improvement in the overall academic achievement of students enrolled in the program.

## Project 70,001

*Project Sponsor:* Wilmington, Delaware, Board of Education

*Contact Person:* Ms. Manera Constantine, Project Director, 3202 Kirkwood Highway, Room 209, Wilmington, Delaware 19808

*Specific Funding Sources:*

1. Vocational Education Act, Part B Set-aside for the Disadvantaged
2. CETA
3. Title I, Elementary and Secondary Education Act
4. Thom McAn Shoe Company and other private sources

*Project Description:* A work experience program in the field of distributive education for high school dropouts

*Background*

Project 70,001 was founded by the Thom McAn Shoe Company and is now a national organization promoted by the Distributive Education Clubs of America (DECA), which provides technical assistance and other services to local 70,001 programs. However, the major portion of the Delaware funds are obtained from the Vocational Education Act (disadvantaged set-aside) and CETA. The target population of the program is school dropouts, or "early leavers." Enrollees receive full-time work experience jobs in the distributive education field and attend evening classes for approximately six hours each week. The classroom work consists solely of General Equivalency Development (GED) instruction. The classwork is carefully related to the job experience, and although the students receive no special training on the job, written agreements with employers stipulate the 70,001 enrollees must receive "added concern" and that employers must prepare written evaluations of the enrollees' work.

Project 70,001 is somewhat of an embattled program. Sponsored by the Wilmington School District, the program has been unsuccessful in obtaining state and local funds for disadvantaged programming. Apparently, the voters of the state do not believe in funding educational programs other than basic or remedial education. Of course, in this regard, Wilmington—a city with an above average unemployment rate and a large percentage of unemployed and underemployed minorities—is outvoted by the rest of the state (which is primarily suburban, rural, and white). Local school district officials, many of whom are black, have been frustrated in their efforts to obtain approval and funds for special programs for the disadvantaged. The 70,001 project would not exist were it not for the disadvantaged set-aside of the Vocational Education Act and CETA.

*Steps Leading to Multiple Funding*

It is obvious from the foregoing that Project 70,001's very existence depends on obtaining funds from outside the school system, and this was not an easy task. The local CETA did not

look kindly on the Wilmington schools and, therefore, was not anxious to fund any project under the administration of the school system. However, the proposal put together by 70,001's administrators won CETA's approval, and Part B set-aside Vocational Education Act funds were obtained through the State Education Department on a seed money basis. Technical assistance to the project is provided by the National 70,001 organization, and additional funds and in-kind assistance are received from Title I, Elementary and Secondary Education Act, the Wilmington Downtown Businessmen's Association (which is most active in the job development field), and Opportunity Industrialization Centers (OIC).

*Problems Met and Overcome*

One problem more than any other constantly faces the administrators of Project 70,001 and the entire Wilmington School District: obtaining sufficient funds and program approval to serve the educational needs of the disadvantaged living in the Wilmington area. For the time being, federal vocational education and local CETA funds (which are also federal) are helping to fill the gap, but program administrators do not believe that federal funds will last forever; they believe that if the needs of the disadvantaged are to be met, a substantial increase in funding (from whatever sources) would be necessary. Thus, program administrators must always be on the lookout for additional funding sources.

It is not likely that any program in the United States is more thoroughly evaluated and supervised than Project 70,001. It is subject to supervision and evaluation by the school district, the state, CETA and the national 70,001 organization. Separate reports are submitted to the local school district, the state, and CETA. Project administrators cited no problems in avoiding comingling of funds or in satisfying funding agency fiscal reporting requirements.

*Outcomes*

During 1976, the program served 88 enrollees, half of

whom were members of minority groups. Sixty-eight enrollees completed their courses; 20 dropped out. There were no figures available on placement rates, although all 88 enrollees were placed in work experience distributive education jobs while they were in the program.

## The Institute for Public Affairs

*Project Sponsor:* The Institute for Public Affairs

*Contact Person:* Andrew Jacobs, Project Director, 516 East Morrison Street, Portland, Oregon 97214

*Specific Funding Sources:*

1. Private and Individual Contributions
2. Foundation Grants
3. Business Associations
4. Local School Funds
5. State Independent Education Department
6. Office of Career Education, HEW

*Project Description:* Marshal community resources to support and promote career education; provide internships for teachers of career education.

*Background*

The acronym for Portland's Institute for Public Affairs, "IPAR" (or "I participate"), pretty much sums up the purpose of the organization and its program. Its objective is to provide community resources for the support of public education, to bring the community closer to the schools and vice-versa, and to provide in-service training for elementary, high school, and

college teachers. Its special interest is "career education" and promotion of the resources necessary to support career education programs. All schools in the Portland area, including a Job Corps Center, are served by the Institute. Specifically, the Institute:

1. Promotes fiscal and other contributions from industry to the schools
2. Arranges seminars for the training of teachers in the concept of career education
3. Promotes community interest in the public schools.

The vast majority of its resources are obtained from local foundations, businesses, and private contributions, but its training program for teachers is funded by a grant from the U.S. Office of Education's Office of Career Education. The Institute has a board of 35 directors representing business, industry, labor, service clubs, government, the general public, and other sectors of the community.

*Steps Leading to Multiple Funding*

Since the Institute's goal is to increase "community" support of public education, it sought funds and other kinds of support from all segments of the community. To satisfy the demands of schools, which request a broad range of resources and services, funds from many sources had to be sought. The primary emphasis, however, is on *local* support—not state or federal. Federal grants, channeled through the state, constitute only a small percentage of the Institute's overall budget. This is in line with the Institute's philosophy that responsibility for the public schools rest with the people and institutions of the communities in which they exist.

*Problems Met and Overcome*

No problems relating to fiscal accounting were experienced by the Institute in obtaining funds from multiple sources. The Institute's major, *continuing* problem is in raising funds, including the generation of publicity, contacting

potential funding sources, and the preparation of proposals. All funds received are kept in one account. (The Institute does not believe separate accounts are necessary because "none of its funds are obtained directly from federal sources.") The Institute prepares reports which describe the status of each of its special projects. These reports, which include fiscal information, are distributed to funding agencies.

*Outcomes*

During 1976, the Institute received 3,200 requests for services from schools, all of which were satisfied. A total of 9,500 students, including Job Corps enrollees, participated in projects arranged by the Institute. The Institute also cites increased participation in school affairs by individuals and institutions of the community, and appreciation by school personnel of the services promoted by the Institute.

## Detroit Urban Corps

*Project Sponsor:* Personnel Department of the City of Detroit

*Contact Person:* Spaniel Bennet, Project Director, 518 Veterans Memorial Building, 151 West Jefferson Street, Detroit, Michigan 48226

*Specific Funding Sources:*

1. Title I, Higher Education Act
2. City of Detroit
3. Private Foundations
4. YMCA
5. Boy Scouts
6. Bryant County Council on the Aging

*Project Description:* Off-campus work-study program for high school and college students

*Background*

The Detroit Urban Corps is one of a network of similar programs operating in many of the nation's major urban areas. The Detroit program was selected primarily because it is operating in one of the nation's most depressed cities. Detroit's unemployment rate has been at depression levels for over five years, and the flight of affluent whites from the inner city (which is now predominately black) has caused a reduction in the city's tax revenues and a corresponding reduction in city services—including educational services. The purpose of the "Urban Corps" is to provide internships in city agencies and non-profit corporations for high school and college students. In a city such as Detroit where local officials are hard pressed to find the resources necessary to provide needed services, a corps of 730 high school and college interns can accomplish a great deal.

*Steps Leading to Multiple Funding*

Title I (Higher Education Act) provides 80 percent of the funding for Urban Corps programs throughout the country; local sponsors must make up the remainder. Because the Detroit Personnel Department has not sufficient funds to match the federal grant, it had to look elsewhere for matching funds. Lists of all local agencies which dispense funds were examined, and inquiries were made of those most likely to support the program. All matching funds were obtained from foundations and other non-profit corporations, and from city agencies which employ interns.

Potential interns are referred to the city Personnel Department for interviews. The attempt is made to place interns with agencies whose work is as closely related as possible to the students' major fields of study. Interns are referred by the personnel department to participating agencies. The agencies make the final hires.

*Problems Met and Overcome*

The biggest problem met and overcome by the city Personnel Department was in obtaining matching funds. Interns are paid by the Personnel Department, but the host agencies are billed for 30 percent of the costs. In this way, federal requirements are satisfied.

*Outcomes*

During 1976, some 730 interns were placed with city agencies and non-profit organizations. The vast majority (623) were black. All but six of the enrollees completed their internships. Program administrators cite as the most important outcome of the program "a steadily growing impact on the community." The employment of interns makes possible increased services by regularly employed personnel, and special projects directed toward meeting unmet community needs.

## Training for the Blind

*Project Sponsor:* School Board of Broward County, Florida

*Contact Person:* Ms. Meredith McCleary, 917 Northwest First Street, Fort Lauderdale, Florida

*Specific Funding Sources:*

1. CETA
2. Broward County School Board
3. Private Industry
4. State Department of Education
5. United Way

*Project Description:* Vocational Training for the Blind

*Background*

Basically, this is a CETA program for unemployed adults whose vision is seriously impaired or who are totally blind. The program evolved as the result of CETA intake, or applications received from blind applicants by the CETA office. The Broward Manpower Council contacted the County School Board and requested a skills training program for its visually impaired applicants. The training is for transcribing machine operator, an occupation which is in demand in the Broward County area. At the present time, the program is restricted to classroom training, but a work education component may be added in the future.

*Steps Leading to Multiple Funding*

The training of blind enrollees calls for a good deal of expertise and materials which are not immediately available to school personnel. Although the enrollees are provided with a full range of the usual supportive services (because they are CETA clients), additional services needed for training the blind were also necessary. For example, teaching materials in braille were needed, as was technical assistance in preparing curricula for the blind. Diagnostic help was sought and obtained from the United Way and the State Department of Education's Office of Blind Services; help in developing a course curriculum and additional materials in braille were obtained from the Florida Institute for the Blind; a private firm which employs transcribing machine operators provided a consultant to the program; and the local school board provided the space, equipment, and a teacher for the course. In addition to providing supportive services, CETA pays stipends to the enrollees.

*Problems Met and Overcome*

Administrators cited no major problems in obtaining funds and services from multiple sources. Fiscal and accounting records are kept by the participating agencies; no central accounting system is necessary. Of course, progress

reports are submitted to CETA, but because the board of education is, in effect, paying for the classroom component of the course, the course is incorporated into the overall school budget.

*Outcomes*

Since the program is relatively new, most of the enrollees are still in training. One has completed the course and has been placed in a training-related position. Nine students are enrolled. Thus far, there have been no dropouts.

## Internships for Congressional Fellows in Technology

*Project Sponsor:* Stanford University

*Contact Person:* John McAllister, Stanford University, Building 216, Stanford, California 94305

*Specific Funding Sources:*

1. Ford Foundation
2. Department of Commerce, National Oceanic and Atmospheric Administration (NOAA)
   a. General Grant (Matching)
   b. Office of Sea Grant

*Project Description:* Internships for Ph.D. candidates who have technological and economic backgrounds in congress and the executive branch of the government.

*Background*

The program was established with support from the Ford Foundation in July 1974. Three Ph.D. candidates were

trained at Stanford and then assigned as staff members on Capitol Hill in the offices of senators and congressmen serving on the Technology Assessment Board. During the initial year of the program, the candidates assisted in drafting legislation which has since become law in the area of resource management; they organized hearings on national energy policy; and they participated in the preparation of an assessment on the utilization of minerals found on federal lands. Most of all, however, the initial group of Fellows in Technology Assessment proved to the satisfaction of the senators and congressmen whom they served that professional degree candidates could play an effective and, sometimes, indispensable role in legislative policy and analysis on technological assessment and resource utilization.

On the basis of the initial success of the program, a matching grant was received from NOAA to sustain the program on Capitol Hill and to extend it to the executive branch.

*Steps Leading to Multiple Funding*

The original Ford Foundation grant was for a pilot project. Because the results of the project warranted attention, additional funds were obtained through NOAA. NOAA funds made it possible to extend the program to the executive branch and give some stability to the program.

*Problems Met and Overcome*

There were no problems encountered in obtaining funds from multiple sources. Proposals are initiated by professors, but go through the university to the funding source. Money from the funding agencies returns to the university through the same channels. An annual report is prepared and distributed to the Ford Foundation and NOAA. All accounting is handled by the university, which is audited by both university and government accountants.

*Outcomes*

Among the accomplishments of the interns during 1975-76 were the following:

1. Assistance in the staffing of a Technology Assessment Advisory Council study on national growth policy
2. Assistance in the drafting and background analysis for the Senate Commerce Committee on the most comprehensive energy planning legislation passed by the congress
3. Assistance in the staffing of hearings held jointly by the Senate Commerce Committee and Labor and Public Welfare Committee on the reauthorization of the Sea Grant Program of the National Oceanic and Atmospheric Administration
4. Conduct of a study on weather modification legislation for the ranking minority member of the Science and Technology Committee of the House of Representatives
5. Assistances to the administrator of the National Oceanic and Atmospheric Administration (NOAA) in the conduct of a study on the implementation of the Marine Mammal Protection Act and on a study of the implications for international law of the proposed 200 mile extended jurisdiction of the sea for fisheries conservation and management
6. Conduct of a first-hand survey for Senator Ted Stevens of the needs of the state and local governments in Alaska for assistance in evaluating the impact of resource development in the state
7. Assistance in the staffing of legislation to regulate the pricing of petroleum products
8. Conduct of a study to determine the effectiveness of the present organization of the executive branch in anticipating needs and administering programs related to the oceanic environment

9. Conduct of a study on the establishment of regulatory mechanisms for the commercial exploitation of deep seabed hard minerals

The foregoing is only a partial list of the important work performed by the interns. The program has proved that graduate students, as part of their studies, can make important contributions to public policy. A total of 30 students have been enrolled in the program since its inception. Nineteen have completed the program; the remainder are still enrolled. Enrollment is divided equally between men and women, and about 20 percent of the interns are members of minority groups.

## Maryville Area Vocational Tech School

*Project Sponsor:* Maryville Vocational Tech School

*Contact Person:* Dr. Robert Wilson, 1515 South Munn, Maryville, Missouri 64468

*Specific Funding Sources:*

1. Elementary and Secondary Education Act
2. Special Education
3. Vocational Education Act—Handicapped Disadvantaged Set-aside
4. Local School Funds

*Project Description:* To assist disadvantaged and handicapped high school students (grades 9-12) prepare for entry into an occupational area which is commensurate with their abilities

*Background*

The Maryville Vocational Tech School serves not just one school district but the entire Northern Missouri area. It offers a full range of vocational education programs for high school students. This particular program enrolls disadvantaged and handicapped high school students from all school districts in northern Missouri. The program was made possible by the set-aside provisions of the Vocational Education Act of 1968 which requires states to initiate vocational education programs for the handicapped and disadvantaged.

The program provides transportation, counseling, prevocational training, skills training, world of work instruction, and work experience for disadvantaged and handicapped students.

*Steps Leading to Multiple Funding*

The Vocational Education Act amendments of 1968 made possible increased occupational training for the handicapped and disadvantaged, but in order to meet all the needs of this special target group and to serve all of those who were eligible for the program, funds had to be sought from other sources. Proposals are prepared by personnel in the Center and forwarded to the state where they are reviewed. In reporting on the program, the Center uses state forms—both program and fiscal.

*Problems Met and Overcome*

Because the means through which federal funds are distributed to local school districts and area schools is conceived, administered, and monitored by the state Department of Education, the Center merely follows state procedures in applying for funds. No problems have been encountered. Once funds are received, requisitions are filled out for all expenditures (with proper account numbers listed on the requisitions), thus assuring fiscal control.

*Outcomes*

During 1976, some 72 students were enrolled in the program, 39 of whom were mentally handicapped and 33 of whom were disadvantaged. Twenty-two juniors who had dropped out of their regular classes but who completed the course were placed in jobs. Only two students dropped out of the program; the remainder are still enrolled.

## Central City Community College Adult Center

*Project Sponsor:* San Diego Community College

*Contact Person:* Earl Johnson, 733 Eighth Avenue, San Diego, California 92101

*Specific Funding Sources:*

1. Vocational Education Act, Part A (Disadvantaged)
2. Vocational Education Act (Supplies and Equipment)
3. CETA, Title I
4. WIN
5. State and Local Funds
6. Private Industry

*Project Description:* A comprehensive vocational education program, including work experience, for the disadvantaged

*Background*

San Diego has recently become California's second largest

city in population, and with growth have come the usual problems associated with large urban areas. The city's unemployment rate has been above the national average for over five years. The Adult Center, a branch of the San Diego Community College, was formed in the 1960s and was funded primarily under the Manpower Development and Training Act. It offers a full array of employment and development services, including counseling, vocational testing and assessment, remedial education, pre-vocational training, occupational training, job readiness instruction, placement, and follow-up. Its target population is unemployed and disadvantaged adults.

*Steps Leading to Multiple Funding*

The route to multiple funding was the same for the Adult Center as that followed by the other Skills Centers described previously. Agencies, such as CETA and WIN, contract with Skills Centers for the provision of occupational training and related instruction. At the present time, San Diego Adult Center receives funds from the Vocational Education Act for occupational training and work experience programs. CETA provides counseling, supportive services, and stipends for enrollees. A special program for welfare recipients is funded through WIN. One program of more than passing interest was funded by the Bell Telephone Company. The company, in order to satisfy Equal Opportunity Commission regulations, set up an orientation class in the Center for female cable splicers. Instructors were supplied (or paid for) by Bell, but supervisors for the pole climbing components of the program were supplied by the Center.

*Problems Met and Overcome*

The Center must compete with other schools and agencies in obtaining CETA and other federal funds. However, the Center's reputation for quality over the years has rendered this a relatively minor problem. Like other similar institutions, however, the Center lives from year to year and is dependent on appropriations from federal and

state agencies (which are often late). This makes planning difficult and contributes to a certain amount of insecurity among the staff.

*Outcomes*

During 1976, the Center served 1321 enrollees, including 286 carry overs from the previous year. Of these, 596 completed their programs and 439 dropped out; the remainder are still enrolled. Despite adverse economic conditions, 546 of those who completed the program were placed in jobs—417 training related.

## Tenderloin Center for Children in Crisis

*Project Sponsor:* Traveler's Aid Society of San Francisco

*Contact Person:* Robert Ruby, 45 Hyde Street, San Francisco, California

*Specific Funding Sources:*

1. CETA, Title VI
2. Rosenberg Foundation
3. Traveler's Aid

*Project Description:* Program designed to serve both transient children and parents who reside in the Tenderloin District of San Francisco. Program includes child care, learning experience for children, counseling and referral services for parents, and training and on-the-job experience for CETA enrollees.

*Background*

San Francisco's Tenderloin District is better known for its topless bars, massage parlors, "adult" movie and book stores, and streetwalkers than it is as an area where many of the city's transients settle for short periods of time before moving to other parts of the city or out of the city altogether. Each day, families or mothers with small children emerge from the nearby Greyhound Bus Terminal to seek temporary lodging in the substandard housing of the Tenderloin. Unfortunately, many of the city's new arrivals—both parents and children—suffer from severe problems, including alcohol and drug addiction, health problems, broken homes, and lack of funds, among others. The purpose of the Tenderloin Center for Children in Crisis is to prevent the neglect and abuse of children whose parents are experiencing personal crises of one kind or another, particularly those who arrive destitute in San Francisco or who live in the Tenderloin. The Center provides child care services and learning experiences for transients and Tenderloin residents, counseling for both children and adults, referrals, advocacy, and on-the-job experience and training for Title VI CETA enrollees. However, the major program of the Center is its child care services for the children (infancy to nine years of age) of transients and Tenderloin residents (most of whom are transients themselves).

The Center maintains cooperative relationships with the city's major health, alcohol, drug, and other service organizations. For example, among the agencies with which the Center maintains cooperative relationships are the following: The Friends Service Committee, the Department of Welfare, the Department of Health, Child Care Switchboard, La Casa de Las Madres, YMCA, and the Vietnam Relief Center. Many of the families referred to the Center were referred by these agencies, but Center clients were also referred to the cooperating agencies for special services.

The Child Care Center, itself, is not merely a "baby sitting" operation. The children receive counseling, recreational, and instructional services by qualified personnel.

*Steps Leading to Multiple Funding*

The program was designed by the Traveler's Aid Society of San Francisco, but it could not have become a reality unless funding had been sought from outside sources. Since the primary thrust of the program was the protection of children from abuse and neglect, Traveler's Aid sought funds from a local foundation which concentrates on funding programs for children. Later, CETA funds were sought to provide expanded educational and intake services. The combination of Traveler's Aid, foundation, and CETA funds made possible the relatively comprehensive program that exists today. CETA enrollees not only receive on-the-job experience, but also in-service training (9.5 percent of their time each week is spent in training).

*Problems Met and Overcome*

There were many problems involved in establishing the child care center, including meeting licensing requirements, hiring qualified personnel, and designing a program for children of different ages. However, the problems involved in establishing a child care program for the particular target group served by the Tenderloin program were even more severe. Both the parents and the children who were to be the clients of the Tenderloin Center required a good deal more than child care services. Thus, it was extremely important that cooperative relationships be developed with agencies which could provide alcohol and drug counseling, family counseling, diagnostic and correctional health services, and psychological services for children who suffer from poor physical care or from outright neglect and abuse. Without these relationships, which were developed over a period of time, the program's effectiveness would have been reduced considerably.

*Outcomes*

During 1976, the Center served 368 children from 248 families. Nearly half of the families were new to San

Francisco, one-third were residents of the Tenderloin, and the remainder were either stranded without funds or were visiting the San Francisco area. The major reasons for leaving children at the Center were: (1) allow parents to look for employment and housing; (2) allow parents to keep appointments at drug, medical, and other facilities; and (3) the need for parents to have "time alone" and for children to be with their peers. The majority of the children served by the Center lived with one parent and an adult companion. Approximately half were members of minority groups.

The most frequent problems faced by parents were the following: (1) physical illness, (2) marital difficulties, (3) unemployment, (4) lack of housing, (5) disruptive parent-child relationships, (6) mental retardation, (7) drug addiction (including alcohol), and (8) mental illness. Many of the children suffered from poor physical care, abuse, and serious neglect, and they were prone to temper tantrums or were extremely shy or over aggressive.

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# Appendix

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